

## Message Text

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TO AMCONSUL MONTREAL PRIORITY

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E.O. 11652: N/A

TAGS: PORG, EAIR, ICAO

SUBJECT: ELECTION OF ICAO COUNCIL PRESIDENT:

PRELIMINARY US POSITION

REF: MONTREAL 1053

MONTREAL 1022

MONTREAL 1018 AND PREVIOUS

1. THIS MESSAGE DEALS WITH THE US POSITION ON THE ELECTION OF A NEW ICAO COUNCIL PRESIDENT AND IS GUIDANCE FOR US REPRESENTATIVE FOR FINAL WEEK OF PRESENT COUNCIL SESSION AND THROUGH PERIOD THEREAFTER UNTIL WE ARE CLEARER ABOUT PROSPECTIVE CANDIDACIES AND ISSUES INVOLVED. ALSO CONSIDERED IS OUR POSITION ON THE PRC AND MOROCCAN INITIATIVES TO LINK POSSIBLE REORGANIZATION OF ICAO WITH THE ELECTION.

2. IT IS OBVIOUS THAT THERE IS NOT YET ENOUGH INFORMATION AVAILABLE TO MAKE DEFINITIVE DECISIONS. AT THIS TIME, WE CAN SAY SOMETHING ON OUR AIMS, ON WHAT FURTHER INFORMATION WE NEED TO OBTAIN, AND ON THE STANCE WE SHOULD TAKE UP TO

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THE TIME OF THE ELECTIONS.

3. AIMS: WE WISH TO SEE ELECTED TO THE PRESIDENCY OF THE COUNCIL AN INDIVIDUAL WHO CAN BE EXPECTED TO KEEP ICAO DOING WHAT IT IS DOING AT PRESENT IN THE SAFETY, ENVIRONMENTAL, AND SECURITY FIELDS, WHILE STEERING IT OUT OF

CONTENTIOUS AREAS. WE FEEL STABILITY IN ICAO, WITH ITS PRINCIPAL ORGANS PERMANENTLY IN SESSION AT HEADQUARTERS, HAS BEEN FOSTERED BY THE LONGEVITY IN TENURE OF ITS PRINCIPAL OFFICERS AND THEIR AVIATION ORIENTATION. THIS HAS MAXIMIZED THEIR IDENTITY WITH THE INTERESTS OF THE ORGANIZATION WHILE MINIMIZING THEIR NATIONAL IDENTITIES AND SUSCEPTIBILITY TO POLITICAL PRESSURES. WE BELIEVE LONG RUN US INTERESTS ARE BEST SERVED UNDER THESE CIRCUMSTANCES, AND, OTHER CONSIDERATIONS ASIDE, WE EXPECT THESE CIRCUMSTANCES WOULD BEST BE PRESERVED BY (A) ENCOURAGING SECRETARY GENERAL TO REMAIN IN PLACE AND SEEKING STRONGER CANDIDATE HAVING GOOD AVIATION ORIENTATION, OR, ALTERNATIVELY, (B) PERMITTING SECRETARY GENERAL TO MOVE FORWARD TO ASSUME COUNCIL PRESIDENCY, IF THERE IS STRONG SUPPORT FOR THIS, WHILE SEEKING STRONG SUCCESSOR TO SECRETARY GENERAL. BEGIN FYI. IF WE COMPARE THE CURRENT LIMITED FIELD OF POSSIBLE CANDIDATES AGAINST THESE CRITERIA, WE WOULD EXPECT THAT KOTAITE WOULD PROBABLY TRY TO CONTINUE CURRENT ICAO PROGRAMS AND POLICIES BUT FORESEE THAT HE COULD BE SUSCEPTIBLE TO PRESSURE FROM THE DEVELOPING WORLD TO DELVE INTO NEW FIELDS, WHEREAS POSSIBLE CANDIDATE SUCH AS IATA PRESIDENT HAMMARSKJOLD MIGHT BE IN A BETTER POSITION TO RESIST DEVELOPING WORLD PRESSURES. OTHER CANDIDATES AS THEY ARISE SHOULD BE SIMILARLY EVALUATED.

END FYI.

4. REORGANIZATION INITIATIVES: WE SUSPECT THAT AT HEART OF NON-SPECIFIC PRC PROPOSAL (AND POSSIBLY MOROCCAN IDEAS) FOR REVIEW OF ICAO ORGANIZATION IS CHALLENGE PRECISELY TO AIM US HOLDS OF KEEPING ICAO STABILIZED ON ITS ESTABLISHED COURSE. WE BELIEVE LONGEVITY IN TENURE HAS BEEN OF FUNDAMENTAL IMPORTANCE IN SECURING THIS OBJECTIVE IN PAST, AND WOULD EXPECT PROPONENTS OF REORGANIZATION TO STRIKE AT THIS IN BELIEF GREATER FLEXIBILITY WOULD SERVE LIMITED OFFICIAL USE

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THEIR ECONOMIC INTERESTS. IN INTEREST OF MAINTAINING MAXIMUM STABILITY DURING TRANSITION OF COUNCIL PRESIDENTS, THEREFORE, WE ARE DETERMINED TO DETACH REORGANIZATION PROPOSAL FROM ELECTION QUESTION. IN ANY EVENT, WE NEED TO KNOW MORE ABOUT THE PRC AND MOROCCAN PROPOSALS BEFORE WE CAN DECIDE HOW TO MEET THEM. BEGIN FYI. WE WOULD EXPECT TO ARGUE FOR THEIR POSTPONEMENT, AND MIGHT IN THIS CONTEXT CONSIDER MAKING PROPOSALS OF OUR OWN IF WE CAN

SEE THEREIN TACTICAL ADVANTAGES IN DEALING WITH MORE UNFAVORABLE PROPOSALS. END FYI.

5. INFORMATION NEEDED: AT THIS POINT, WE NEED MORE INFORMATION ON:

(A) WHAT ARE THE ALTERNATIVES TO KOTAITE? IS HAMMARSKJOLD REALLY AVAILABLE? WHAT WOULD BE ATTITUDE OF BINAGHI AND OTHER COUNCIL REPRESENTATIVES TOWARDS A POSSIBLE HAMMARSKJOLD CANDIDATURE?

---(B) HOW MUCH SUPPORT DOES KOTAITE HAVE FROM HIS GOVERNMENT, FROM THE ARAB STATES, AND FROM OTHER STATES?

---(C) WHAT CANDIDATES ARE THERE FOR SECRETARY GENERAL IF KOTAITE TAKES THE COUNCIL PRESIDENCY? WOULD KOTAITE BE WILLING TO REMAIN SECRETARY GENERAL WITH ALTERNATIVE CANDIDATE AS PRESIDENT?

---(D) WHAT ARE THE SPECIFICS OF THE REORGANIZATION IDEAS?

6. US STANCE: TO BE EXPLAINED AS APPROPRIATE, OUR STANCE SHOULD BE THAT OUR POSITION MUST FLOW FROM AIMS WE HOLD FOR ICAO AND DESIDERATA SET OUT PARA 3 ABOVE, AND THAT IT IS PREMATURE TO TAKE A DEFINITIVE POSITION ON CANDIDATES TO SUPPORT FOR ELECTION TO THE COUNCIL PRESIDENCY UNTIL ANSWERS AVAILABLE TO QUESTIONS RAISED PARA 5 ABOVE. KISSINGER

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